



Base Realignment and Closure (BRAC) 2005

**Office of the Special Assistant to the Secretary of the
Navy for
Base Realignment and Closure**



History of Base Closure Initiatives

DON Infrastructure Analysis Team

- **Before 1977, base closure was common occurrence**
 - Questions about economic impact and fairness
- **Legislation restricted closures for a decade (10 USC 2687)**
 - Requires notice to Congress and preparation of economic, environmental and strategic consequence reports
- **In 1988, Secretary Carlucci and Congress agreed to a Commission**
 - The 1988 Commission chose the bases to close or realign
- **In 1990, Congress passed new base closure legislation**
 - PL 101-510 as amended
 - SECDEF-driven process
 - Presidential Commission



Defense Base Closure and Realignment Act of 1990 (PL 101-510 as amended)

DON Infrastructure Analysis Team

- **Originally established 1991, 1993, 1995 Defense Base Closure and Realignment Commissions**
 - 2002 DOD Authorization Act added 2005 round
 - Some differences, but basic process the same
- **Fair and objective process**
 - All activities treated equally
 - Use only certified data
- **All decisions based on:**
 - Force Structure Plan
 - Selection Criteria (Military Value Paramount)



“MAJOR” Closure Decisions

DON Infrastructure Analysis Team

- **BRAC 88** – 16 Total
 - **4 Navy**
 - **7 Army**
 - **5 Air Force**
- **BRAC 91** – 26 Total
 - **8 Navy**
 - **1 Marine Corps**
 - **4 Army**
 - **13 Air Force**
- **BRAC 93** – 28 Total
 - **19 Navy**
 - **1 Marine Corps**
 - **1 Army**
 - **6 Air Force**
 - **1 Defense Logistics Agency**
- **BRAC 95** – 27 Total
 - **9 Navy**
 - **11 Army**
 - **5 Air Force**
 - **2 Defense Logistics Agency**

**Four BRAC Commissions resulted in:
97 Major Closures, 499
Recommendations**

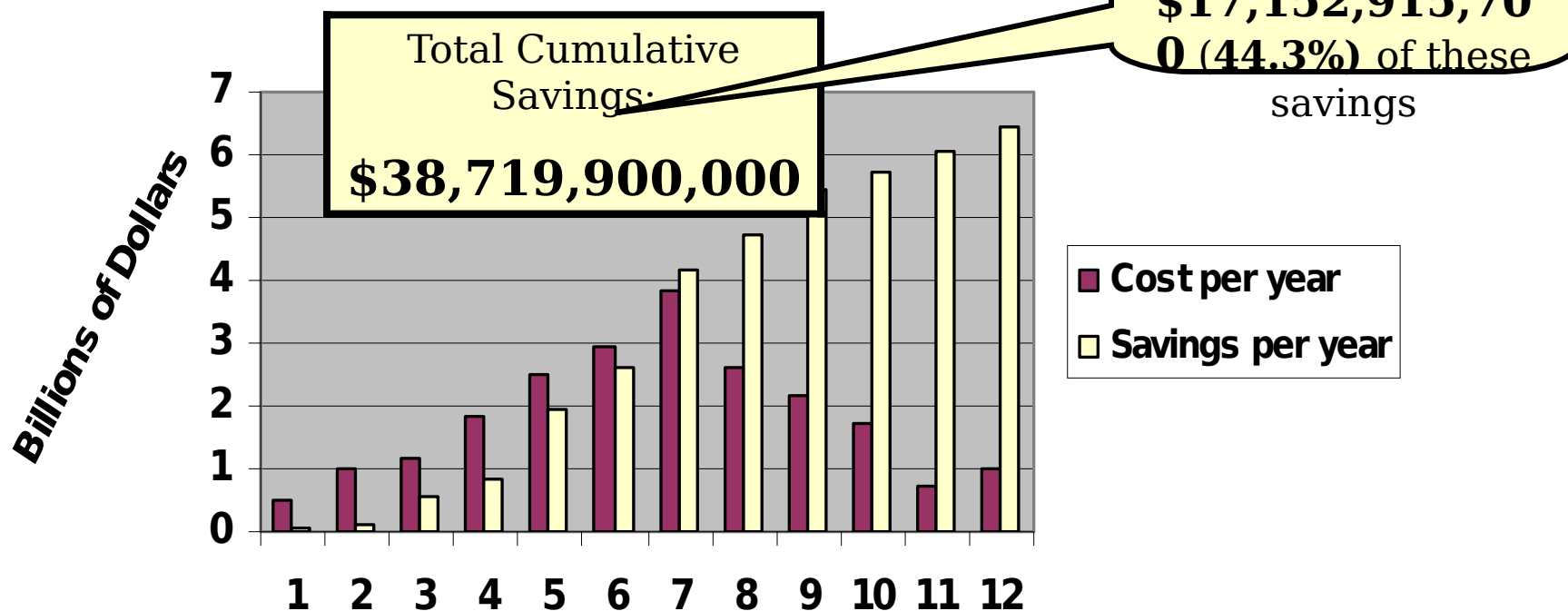


BRAC 1988, 1991, 1993 & 1995

Savings and Costs

DON Infrastructure Analysis Team

DOD BRAC Cost - Savings Realized



Year	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001
Cost per year	0.505	0.981	1.156	1.821	2.523	2.918	3.85	2.627	2.168	1.713	0.706	1.023
Savings per year	0.036	0.123	0.566	0.841	1.918	2.589	4.183	4.749	5.449	5.749	6.061	6.455



Statutory Responsibilities

DON Infrastructure Analysis Team

- Secretary of Defense
 - **Proposes selection criteria**
 - **Develops force structure plan**
 - **Recommends closures and realignments**
- Commission
 - **Reviews recommendations**
 - **Conducts public hearings**
 - **Forwards recommendations to President**
- President
 - **Nominates Commissioners**
 - **Approves Commission recommendations**
 - **Forwards recommendations to Congress**
- Congress
 - **Confirms Commissioners**
 - **Oversees process and “approves” final list (all or none)**



Statutory Changes

DON Infrastructure Analysis Team

- **9** Commissioners appointed by the President
- Recommendations to be based on **20-year force structure plan, world-wide infrastructure inventory and requirements**, and selection criteria (**military value primary**)
- Selection criteria developed by OSD but **some statutory requirements**
- Must consider all military installations inside the US equally
- All data must be certified as accurate and complete
- **Must consider notice from local government in vicinity of installation that would approve of closure or realignment**
- **May recommend installation be placed in inactive status**
- **Privatization allowed only if is specified in recommendation and Commission finds is most cost-effective method of implementation**
- Commission can add bases only if determine change is consistent with force structure plan and selection criteria, and **SECDEF is given opportunity to explain why not included.**



Key Differences Between BRAC 1995 and BRAC 2005

DON Infrastructure Analysis Team

- FY05 Budget Submit Report
 - Worldwide inventory of infrastructure
 - Infrastructure requirements report
 - Certification of need for BRAC round and of savings by 2011
- 20-year force structure plan
- Prior selection criteria inapplicable
- Multiple go/no-go points
- **Explicit consideration of “jointness”**



Selection Criteria

DON Infrastructure Analysis Team

BRAC 2005 Statutory Requirements

Military Value

- **Preservation of training areas** suitable for maneuver by ground, naval, or air forces **to guarantee future availability** of such areas to ensure the readiness of the Armed Forces
- Preservation of military installations in the United States as staging areas for the use of the Armed Forces in **homeland defense missions**
- Preservation of military installations throughout a **diversity of climate and terrain areas** in the United States for training purposes
- The impact on **joint warfighting, training, and readiness**
- Contingency, mobilization, and future total force requirements at both existing and potential receiving locations to support operations and training

Return on Investment

- The extent and timing of potential costs and savings, including the number of years, beginning with the date of completion of the closure or realignment, for the savings to exceed the costs
- The effect of the proposed closure or realignment on the **costs of any other activity of the Department of Defense or any other Federal agency** that may be required to assume responsibility for activities at the military installations

Impacts

- The economic impact on existing communities in the vicinity of military installations
- The ability of both existing and potential receiving communities' infrastructure to support forces, missions, and personnel
- The impact of **costs related to potential environmental restoration, waste management, and environmental compliance activities**



BRAC 2005 Timeline

DON Infrastructure Analysis Team

- **12 Feb 2004:** DoD publishes final selection criteria
- **March 2004:** DoD submits 20-year force structure plan, world-wide infrastructure inventory, and report of infrastructure requirements and excess capacity. SECDEF certifies need for BRAC round.
- **March 2005:** President nominates Commissioners
- **16 May 2005:** SECDEF recommendations due to Commission and Congress.
- **8 September 2005:** Commission report due to President.
- **7 November 2005:** Last date President may send recommendations to Congress.



BRAC 2005 OSD Guidance

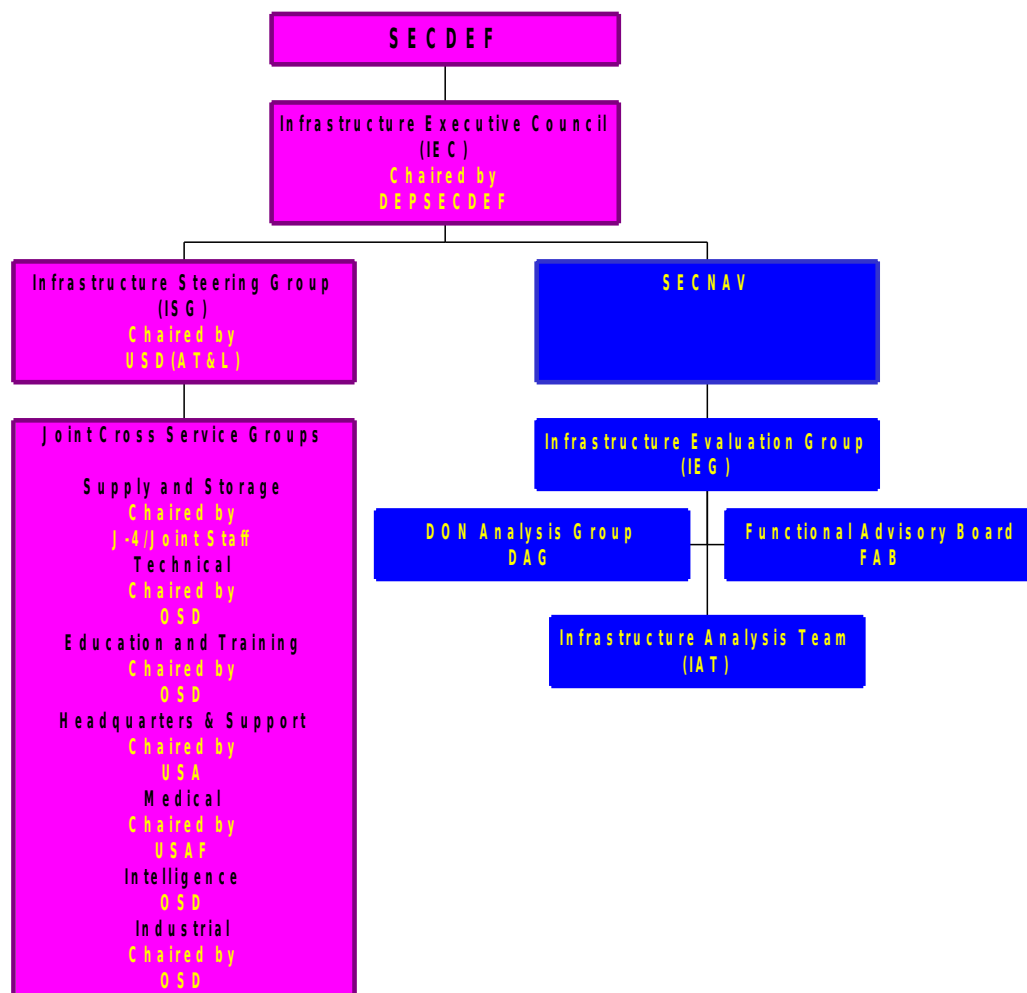
DON Infrastructure Analysis Team

- **Goals:**
 - Elimination of excess physical capacity
 - Transformation by rationalizing infrastructure with defense strategy
- **Established two leadership groups**
 - Infrastructure Executive Council (IEC) – policy and oversight
 - SECNAV/CNO/CMC members
 - Infrastructure Steering Group (ISG) – joint cross-service analyses
 - ASN (I&E)/VCNO/ACMC members
- **Key element:** analyze functions that are common business-oriented support functions across the Services
 - Joint Cross Service Groups (JCSG) analyze common business-oriented support functions
 - Military Departments analyze service unique functions



OSD/DON BRAC 2005 Organization

DON Infrastructure Analysis Team





ROLE OF THE IEC/ISG

DON Infrastructure Analysis Team

- **IEC**
 - **Policy making and oversight body for entire BRAC 2005 process**
 - **SECNAV/CNO/CMC members**

- **ISG**
 - **Oversee joint cross-service analysis of common business oriented functions**
 - **Ensure integration of that process with Military department and defense Agency specific analyses of all other functions**
 - **VCNO/ACMC/SECNAV Special Assistant for BRAC members**



Infrastructure Executive Council

DON Infrastructure Analysis Team

- **Hon Paul Wolfowitz, Deputy Secretary of Defense, Chairman**
- **Hon Michael Wynne, Under Secretary of Defense (AT&L) Acting, Vice Chairman**
- **General Richard Myers, Chairman, Joint Chiefs of Staff**
- **Gen Peter Schoomaker, Chief of Staff, Army**
- **Admiral Vernon Clark, Chief of Naval Operations**
- **General John Jumper, Chief of Staff, Air Force**
- **General Michael Hagee, Commandant of the Marine Corps**
- **Hon Les Brownlee, Acting Secretary of the Army**
- **Hon Gordon England, Secretary of the Navy**
- **Hon James Roche, Secretary of the Air Force**



Infrastructure Steering Group

DON Infrastructure Analysis Team

- **Hon Michael Wynne, Under Secretary of Defense (AT&L) Acting, Chairman**
- **General Pace, Vice Chairman, Joint Chiefs of Staff**
- **General John Keane, Vice Chief of Staff, Army**
- **Admiral Michael Mullen, Vice Chief of Naval Operations**
- **General Robert Foglesong, Vice Chief of Staff, Air Force**
- **General William Nyland, Assistant Commandant of the Marine Corps**
- **Hon Mario Fiori, Assistant Secretary of the Army (Installations and Environment)**
- **Ms. Anne Davis, Special Assistant to SecNav for BRAC**
- **Hon Nelson Gibbs, Assistant Secretary of the Air Force (Installations, Environment and Logistics)**
- **Hon Raymond DuBois, Deputy Under Secretary of Defense (Installations and Environment)**



DON Organization for BRAC

DON Infrastructure Analysis Team

- **Infrastructure Evaluation Group (IEG)**
 - Senior leadership and decision making body responsible for developing DON BRAC recommendations
- **DON Analysis Group (DAG)**
 - Decision making body responsible for analyzing DON unique functions
- **Functional Advisory Board (FAB)**
 - Navy and Marine Corps members of JCSGs
 - Reports to and corresponds with IEG to ensure DON vision clearly articulated, understood and supported throughout BRAC '05
- **Special Assistant to SecNav for BRAC**
 - Member, ISG; Co-Chair, IEG; Chair, DAG; Advisor to FAB; Director Infrastructure Analysis Team (IAT)
 - Facilitate FAB issues and support with IEG, DAG and IAT
- **IAT**
 - DON's focal point for support of JCSG analytical and deliberative process
 - Unity of effort for Navy BRAC '05
 - Issuing data calls, collecting certified data, certifying responses for all DON information



IEG Membership

DON Infrastructure Analysis Team

- **ADM. Michael Mullin, Vice Chief of Naval Operations, Vice-Chair**
- **General William Nyland, Assistant Commandant of the Marine Corps, Vice-Chair**
- **Ms. Anne R. Davis, Special Assistant to SecNav for BRAC, Vice-Chair**
- **VADM (P) Justin McCarthy, Deputy Chief of Naval Operations for Fleet Readiness and Logistics**
- **VADM Kevin Cosgriff, Deputy and Chief of Staff, Commander Fleet Forces Command**
- **LtGen Richard Kelly, Deputy Commandant for Installations and Logistics**
- **LtGen Michael Hough, Deputy Commandant for Aviation**
- **Mr. Michael McGrath, Deputy Assistant Secretary of the Navy for Research Development Test & Evaluation**
- **Mr. Robert Cali, Asst. General Counsel, Assistant Secretary of the Navy for Manpower and Reserve Affairs**



Responsibilities of IEG

DON Infrastructure Analysis Team

- **Developing BRAC recommendations for SECNAV**
 - DON (not Service) recommendations
 - Ensure operational factors are considered
- **Critical role in the DON BRAC process**
 - Members will have a valued voice
 - Draft, develop and present recommendations
- **Provide direction to DAG and FAB**
 - Decision making body for issues developed by DAG and FAB
 - DAG and FAB are IEG's working groups
 - No independent Service cells - one DON effort
 - N4/DC I&L official pocs for Service representation



Responsibilities of DAG

DON Infrastructure Analysis Team

- **Developing BRAC recommendations for IEG**
 - DON (not Service) recommendations
 - Ensure operational factors are considered
 - Address DON specific functions not considered by JCSGs
- **Critical role in the DON BRAC process**
 - Members will have a valued voice
 - Draft, develop and present recommendations
- **Provide direction to IAT**
 - IAT is DAG's only working group
 - No independent Service cells - one DON effort
 - N4/DC I&L official pocs for Service representation



Infrastructure Analysis Team (IAT)

DON Infrastructure Analysis Team

- Current staffing
 - Military (Navy & Marine), Civilians, Contractors
- Organized parallel to the JCSGs and a Operational unique team
 - JCSG support
 - Dedicated personnel
 - Reach back support to IAT
 - Subject Matter “experts” in Navy & Marine Corps staffs
- Responsibilities
 - Develop analytical methodologies
 - Develop Joint and Cross-Service opportunities
 - Collect data and perform analysis
 - Present analytical results to DAG for evaluation
 - Support staff for DON BRAC 2005 process (IEG,DAG,FAB)



JCSG Membership

DON Infrastructure Analysis Team

<u>Industrial</u> OSD -- Mr. Michael Wynne PDUSD AT&L (lead) Jt Staff - BGen Henry Taylor J-4 Army - Mr. Gary Motsak Air Force -- Mr. Ron Orr PDASAF I&E Navy -- RADM Bill Klemm NAVSEA-04 Marine Corps - BGEN. Willie Williams, HQMC LF	<u>Supply/Storage</u> OSD/Joint Staff -- VADM G.S. Holder J-4 (lead) Army -- LTG Claude Christanson G-4 Air Force -- LtGen Michael E. Zettler DCS I&L Navy -- RADM Alan Thompson OPNAV N41 Marine Corps -- Ms. Sue Kinney, HQMC LP DLA - VADM Keith Lippert, DLA	<u>Technical</u> OSD -- Dr. Ronald Segal DDR&E (lead) Jt Staff - Mr. John Erb, J-4 Army - Dr. John Foulkes TEMA Air Force -- Dr. J. Daniel Steward AFMC Navy -- RADM Jay Cohen ONR Marine Corps - Mr. Barry Dillon MARCORSYSCOM	<u>Intelligence</u> OSD - Carol Haave, DASD (SIO) (lead) Army - Mr. Terrance Ford, Asst G-2 Air Force - Mr. Kenneth Dumm, Assoc Dir Intel Navy - Mr. Fred Frederickson, DNI Marine Corps - Ms. Karen Dolan, HQMC IS
<u>Education/Training</u> OSD -- Mr. Charlie Abell PDUSD P&R (lead) Jt Staff - CAPT Bruce Russell, J-7 Army - MG James Lovelace Deputy G-3 Air Force -- Mr. Michael Dominguez ASAF MRA Navy -- VADM Gerry Hoewing OPNAV N1 Marine Corps -- BGen George Flynn TECOM	<u>Headquarters and Support Activities</u> OSD -- Mr. Howard Becker DDA & M Jt Staff - Col Scott West, J-8 Army -- Mr. Don Tison Deputy G-8 (lead) Air Force -- Mr. William A. Davidson AA SAF Navy -- RADM Jan Gaudio NDW Marine Corps - Mr. Michael Rhodes, ADC MRA	<u>Medical</u> OSD - Mr. Nelson Ford, ASD HA Jt Staff - RADM John Mateczun, JCS Army - MG Ken Farmer Dep SG Air Force -- LtGen George Taylor AFSG (lead) Navy -- VADM Michael Cowan BUMED Marine Corps -- RADM R. D. Hufstader, HQMC HS	

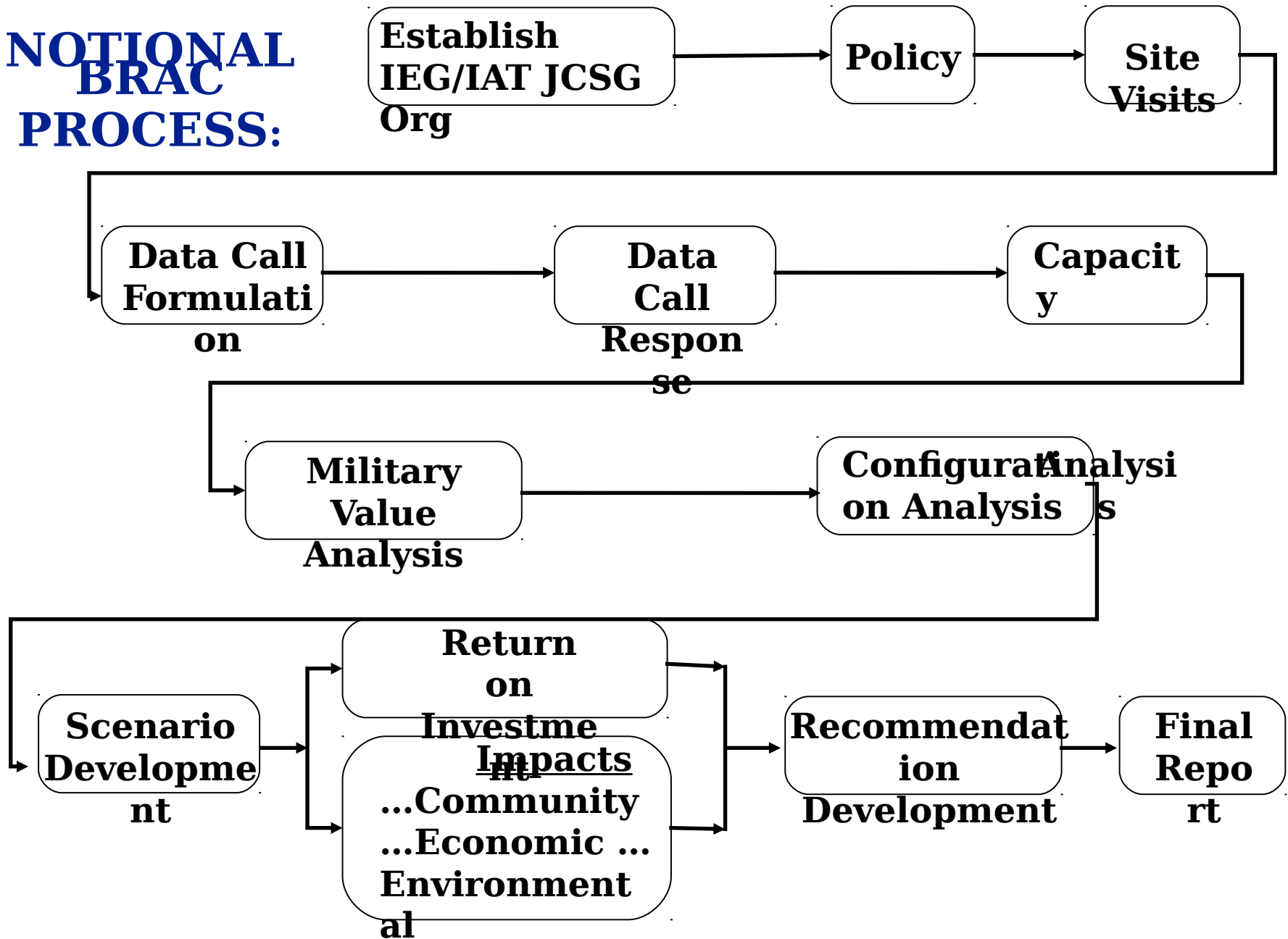


JCSG Responsibilities

DON Infrastructure Analysis Team

- Oversee joint cross-service analysis of functions within their area
- Ensure analysis groups perform broad comprehensive look at DoD requirements for their function(s)
- Ensure analysis groups, using certified data, perform a detailed analysis of their function's existing capabilities and capacity
- Develop recommendations that best satisfy DoD's requirements, using military value as the primary consideration while balancing all other selection criteria
- **Communicate regularly with Military Departments to ensure their recommendations are consistent with those of JCSG**
- Provide detailed periodic reports to the ISG on progress and direction
- Submit and explain JCSG's closure and realignment recommendations to ISG (prior to May 2005)

NOTIONAL BRAC PROCESS:





Data Gathering and Certification Process

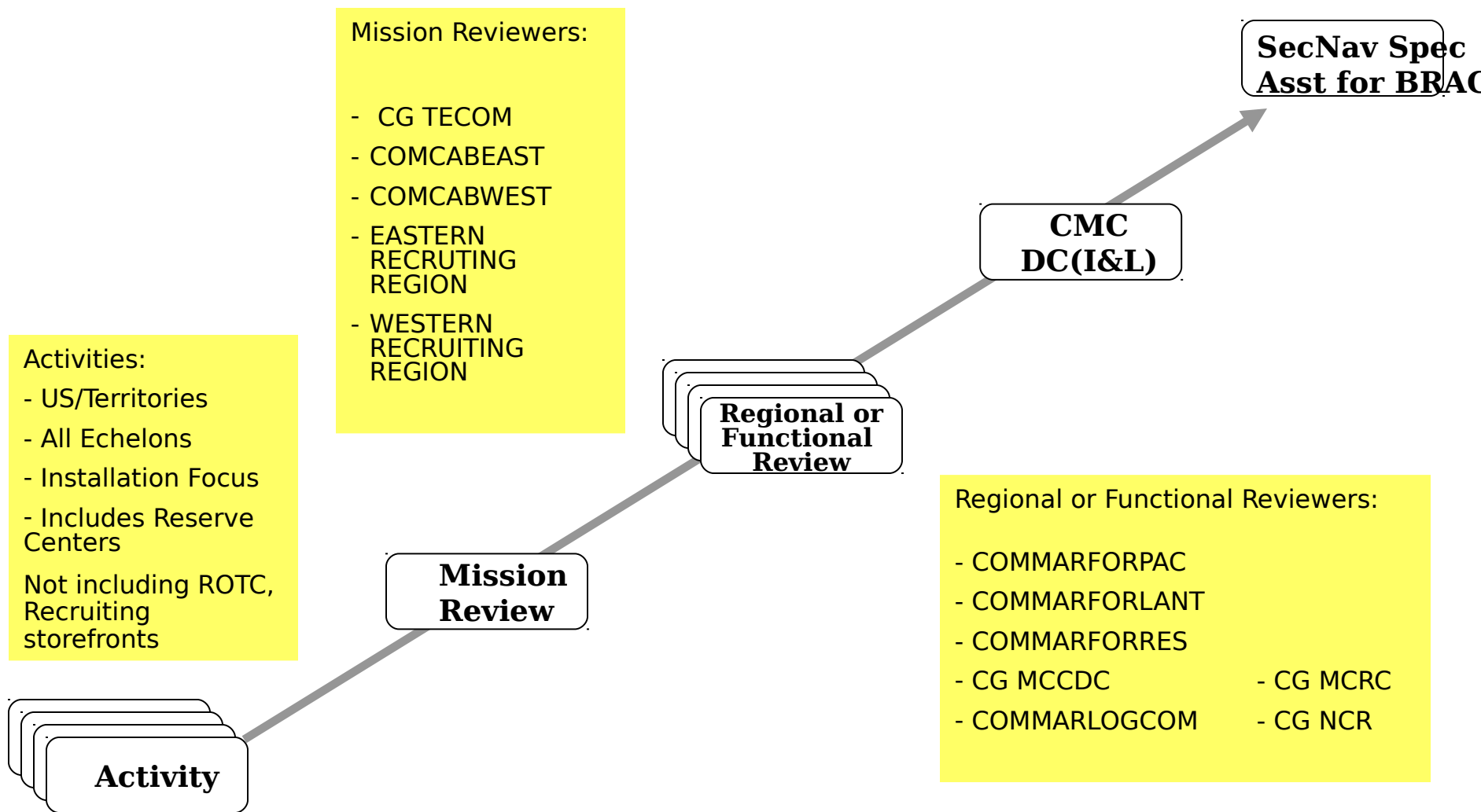
DON Infrastructure Analysis Team

- Data certified at the lowest level. Chopped through COC using web based tool
- Web-based data tool: DON BRAC Information Tracking System (DONBITS)
 - Send and receive questionnaires (data calls)
 - Input, Review and Certify data
 - Some data mining capability
 - Analysis teams will query and produce reports
 - Need to have ability to monitor progress of the data call
 - Document management



Data Collection and Certification Process (Marine Corps)

DON Infrastructure Analysis Team





Ongoing Changes/Parallel Actions

DON Infrastructure Analysis Team

- Global Basing Strategy study
- Infrastructure Changes In Progress (e.g. Roosevelt Roads, new East coast training facilities, etc.)
- New platforms basing (Joint Strike Fighter (JSF))
- Joint Use Basing Study
- Ongoing MILDEP Force Structure changes



Summary

DON Infrastructure Analysis Team

- Goals:
 - Elimination of excess physical capacity
 - Transformation by rationalizing infrastructure with defense strategy
- Major purpose - **reconfigure current infrastructure so that operational capacity maximizes warfighting capability and efficiency**
- Key element: **analyze functions that are common business-oriented support functions across the Services**
 - Joint Cross Service Groups (JCSG) **analyze common business-oriented support functions**
 - **Military Departments analyze Service unique functions**
- Complementary processes & analyses critical to success
- Must sustain recommendations through BRAC process



Points of Contact and Information

DON Infrastructure Analysis Team

SecNav Special Asst for BRAC
6755

703-602-

DoD BRAC Website **www.defenselink.mil/brac/**

DoN BRAC Website
www.defenselink.mil/brac/navy.htm

Public Affairs Guidance **SECDEF 131700Z FEB**
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